**United Nations Development Programme**

**Country:** Eritrea

Programme Document

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| Programme Title | Public Sector Management Programme | |
| SPCF Outcome | Outcome 4: Selected government institutions have the capacity to effectively and efficiently deliver services to all | |
| Outcome 8: National Institutions have gender responsive plans and policies and promote empowerment of women | |
| UNDP Strategic Plan Outcome | Outcome 2: Citizen expectations for voice, development, the rule  of law and accountability are met by stronger systems  of democratic governance; | |
| Outcome 3: Countries have strengthened institutions to progressively  deliver universal access to basic services; | |
| Outcome 4: Faster progress is achieved in reducing gender inequality  and promoting women’s empowerment | |
| Programme Outcomes | * National development plan - informing, integrating, anchoring and supporting the implementation of sectoral, regional and local plans - is launched and implemented * National democratic Governance Architecture is established * Enhanced Public Sector Capacity * Gender is mainstreamed in all national institutions * Research papers that inform policy makers are produced * Knowledge Management | |
| Expected Programme Outputs | * Support is provided to the finalisation of National Development Plan * Effective resource mobilization and utilization and alternative development financing strategies developed * National financial management capacity improved * Exit strategy from EEBC and Sanctions developed   Constitutional review and drafting   * Capacity for fulfilling and reporting international treaty obligations enhanced * Capacity for safeguarding and upholding Human rights in the public sector improved * Ministerial capacity improved to deliver on their specific mandates * Civil service reformed * Line Ministries strengthened their capacity to mainstream gender in their respective sectoral policies and programmes * Eritrean Centre for Organizational Excellence (ErCOE) is Strengthened * Flagship reports (three selected reports) produced * Information Management Systems established * Treaty Body Reports produced and submitted * Lessons learnt from Eritrea’s self-reliance experience produced and shared | |
| Expected Results: | Improved delivery of public services | |
| Gender equity | |
| A constitutional democratic dispensation in the country | |
| Implementing Partners: | Ministry of National Development, National Board of Higher Education, Ministry of Local Government, Ministry of Finance, Ministry of Foreign Affairs, Centre of Organizational Excellence, Water Resources Department, National Union of Eritrean Women | |
| Development Partners | EU, UN Agencies, Embassy of South Africa, JICA | |
| **Brief Description**  In direct support of Government’s national development objective of strengthening key aspects of public sector management for more sustainable development, the focus of the Public Sector Management Programme (PSMP) is to develop the internal capacity of the public sector as a whole system, namely; through clarification of national strategic objectives, strengthening institutional capacities of its various components and enhancement of transparency and accountability in the personnel management system.  The over-arching aim of the PSMP is to support the Government of the State of Eritrea (GoSE) to achieve their objective to establish and institutionalise a transparent, accountable, participative, efficient, and effective governance system accessible to Eritrean men and women. | | |
| Programme Period: 2014-2016  Programme Component: Capacity of selected public sector institutions improved for quality service delivery  Project Title:  Project Code:  Project Duration: | | Estimated annualized budget: USD  Allocated resources: 14,700,000.00 USD Government \_\_\_\_\_\_\_\_\_  - Regular 6,000,000.00 USD  - Other:  - Donor \_\_\_\_\_\_\_\_\_  - Donor \_\_\_\_\_\_\_\_\_  -Donor \_\_\_\_\_\_\_\_\_  Unfunded budget: 8,700,000.00 USD |

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| **Executing Agency: Ministry of National Development** |

**Agreed by**

**Title Name Signature Date**

Government of the State of Eritrea:

Minister of National Development \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ \_\_\_\_\_\_\_\_\_\_\_\_\_ \_\_\_\_\_\_\_\_\_\_\_\_

The United Nations Development Programme:

Resident Representative \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ \_\_\_\_\_\_\_\_\_\_\_\_\_ \_\_\_\_\_\_\_\_\_\_\_\_

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# Situation Analysis

## Background

The world is going through an unprecedented rapid transition. The global balance of power is shifting, extreme poverty has dropped to historic lows, more people than ever before now live in cities, and new technologies are revolutionizing social behaviours and entire industries. Risks are rising as well.

All countries, regardless of level of development, political system or region are experiencing in some measure, these changes and confronted with the consequent challenges. Eritrea is no exception, especially given its tumultuous history.

Eritrea is located in the Horn of Africa region, where arid and semi-arid climatic conditions prevail. The country is therefore, vulnerable to adverse effects of climate variability, recurring droughts and environmental degradation, hampering development efforts. The economy is based largely on subsistence agriculture. Persistent drought has had adverse effects particularly on the vulnerable communities, groups and households (especially the female-headed). The country’s socio-economic conditions (livelihoods, food security, and national budget), environment (land degradation, desertification) also suffer drought effects.

Eritrea gained its independence from Ethiopia in 1993, following a protracted liberation war spanning thirty years to 1991. Soon after independence, Eritrea formulated and implemented socio-economic development policies and strategies designed to attain its aspiration of achieving rapid, balanced, home-grown and sustainable economic growth with social equity and justice, anchored on the self-reliance principle. The Government places emphasis on community and individual rights as well as issues of social justice, such as access to education, health, food and equitable access to services regardless of locality. This socio-economic strategy resulted in economic growth averaging 7% of GDP and in marked improvements in key sectors for the period up to 1997. However, a border dispute with former colonial and neighbouring Ethiopia, escalated into a full-scale war (1998-2000), and reversed these gains, by devastating the countryside, internally displacing large populations, and shrinking the economy by about 90%. Although hostilities ceased, the unresolved border stalemate, characterized as “no peace no war” remains a major impediment to the Government’s development efforts as a number of possible national socio-economic initiatives and resources remain tied to the border stalemate. To make matters worse, this border conflict has left large areas of land unused due to unexploded landmines especially the prime fertile agricultural regions of Gash-Barka and Debub, considered to be the “bread baskets” of Eritrea. However, from 2011 the economy registered high growth, as the investments in the mining sector, began to pay off.

In the absence of a national development plan, development processes are guided by the sector strategies and policies. Based on these sector-specific policy documents, national priorities point towards; food security; education; health; access to potable water at reasonable distance; roads and infrastructure development; environment and natural resources management; human and institutional capacity development and; information and communication technology.

UNDP is committed to supporting the country’s priorities at both the strategic planning and programme levels within the context of the UNDP’s own corporate strategic plan, and as applicable to Eritrea.

## The UNDP Strategic Plan

In order to remain valued and effective in a dynamic world, UNDP designed a new Strategic Plan (SP) 2014-2017, to help programme countries achieve stronger results either through UNDP-specific action or through partnerships with others, from the global through to the local level. It also aims for a sharper focus that makes sense to programme countries and donors alike.

This new approach will help country offices to be more strategic and substantially contribute to country-led development efforts. All country programmes designed under this Strategic Plan will be more tightly focused on no more than four time-bound outcomes; be underpinned by explicit theories of change; and will incorporate a robust, aligned, rigorously defined, sex-disaggregated and measurable results framework .

UNDP is determined to take a much more proactive approach, to be ready to demonstrate solid results – particularly in new priority areas – from the early years of the new SP.

Although on the ground in 102 countries, UNDP recognizes that each country is different and each country’s priorities and reality are valid, even if different. Aligning the Eritrea country office to the UNDP corporate plan involves balancing and matching the country’s priorities with the strategic priorities, substantive focus and methodological endowments of the strategic plan. The Eritrean Country Office has therefore conducted an alignment exercise in collaboration with HQ and come up with an Alignment Plan. The aim of the Plan is a systematic and substantive alignment of programmes and projects to the new SP in a way that relates to the country context and strengthens rather than disrupts the relationships and performance.

One of the recommendations of the alignment exercise was to apply the programme approach that better defines UNDP’s strategy and niche in the area of governance. Strategic Governance which covers public sector capacity was identified in the strategic framework as one of the most important needs for Eritrea’s development. Strategic Governance /Public sector capacity development is therefore one of the key interventions envisaged, which will leverage the implementation and success of the other interventions. Hence this Strategic governance /Public Sector Capacity Development Programme!

# Programme Description

## 2.1 Programme Rationale

During the protracted war of liberation, Eritrea suffered human tragedy and socio-economic devastation of immense proportions. Tens of thousands of people were killed, a large number vulnerable groups created and many of the educated and skilled Eritreans were forced to migrate to other countries. Expectedly, the absence of skilled human resources has been identified as the main bottleneck in the economic reconstruction of post-independent Eritrea. The length and severity of the war of liberation resulted in profound damage to the national economy and has touched every sector. Compared to many other African countries, Eritrea was a relatively more industrialized country before the advent of Ethiopian rule in the early 60s, but this industrial base had been eroded by the time of independence. .

In the post-independence period, the Government of Eritrea adopted a two-pronged approach to tackle the country’s recovery and development challenges, as a post conflict country. Firstly, it addressed the immediate challenges of stabilizing both the society and the economy, resuscitating and rehabilitating key sectors. The Government decided immediately on an outward-oriented, private sector led market economy. An Investment Code that opens the entire economy to both domestic and foreign investment was adopted.

Secondly, the Government was able to simultaneously keep long-term sustainable development goals in focus and devised a macro – policy framework and supporting policies (Macro -Policy Paper, 1994). The MPP articulated the development objectives as; Reduction of the widespread urban and rural poverty and the enhancement of social justice;

* Enhancement of the status and increasing the participation of women;
* Acceleration of human capital formation; and
* Restoration, enhancement and preservation of Eritrea’s ecological integrity.

The Government was successful in both its short term recovery objectives and in laying the foundation for long term development. Achievements have been registered in the rehabilitation and expansion of the Government and development institutions such as health, education and finance; and restoration of the productive capacity of the economy, particularly agriculture, fisheries, tourism construction, mining and manufacturing industries.

Achievements laying the foundation for long-term development were also registered. Among the milestones of very significant Government achievements are the 1992 referendum to lead to the establishment of an independent state, the ratification of the Constitution in 1997 by an elected body, the proclamation of laws amending the Ethiopian codes, the Ministry of Justice programme to upgrade the legal system, the 1996 Decentralization Proclamation, the establishment of community courts, and Civil Service Proclamation 1994. Eritrea has ratified various international human rights conventions and has signed the Geneva Conventions.

However these achievements were interrupted by the border war with Ethiopia. And progress was slowed in some cases and halted in others. The border war brought the country back into recovery mode again. Because of the social and political capital the Government had, the experience from the previous recovery efforts and the resilience from the liberation struggle, the country recovered quickly. But due to the underlying problems and the absence of an actual resolution, the bulk of the policy and long-term development objectives were shelved. To the old problems were added new ones.

At the time of independence, the Government had to create, almost from scratch, a system of public administration including the administration of justice. The basic institutions are now in place but suffer from internal capacity constraints (plagued by a severe shortage of qualified/experienced staff) and often lack adequate procedures for day-to-day administration of regulations. The severe macroeconomic imbalances triggered by the border war still persist, making the policy environment less than optimal for growth and development.

In spite of this major disruption some achievements were recorded in the areas of stabilisation, recovery and resettlement of internally displaced persons and expellees. Although quite stagnant following the border war, the economy has since 2010 experienced growth especially since the opening up of the mining sector.

The UN has made significant contribution to both Eritrea’s post-independence and post border war recovery. For example following the border war, UNDP’s support to the Government was critical in many of GoSE’s priority areas. With UNDP support, the capacity of the National Statistics Office (NSO) within the Ministry of National Development has been strengthened to independently conduct surveys and assessments to produce much needed data to inform evidence-based policy making. The Department of Immigration and Nationality (DIN) has been capacitated to deliver effective services in a matter of hours instead of days or weeks. The Government also ably participated in the Universal Periodic Review (UPR) and prepared its first and second National Human Rights Report of the country in 2009 and 2013 respectively.

The final UNDP country programme (2007-2011) evaluation found strong evidence of the UNDP contribution to development results in Eritrea. This included support to the resettlement and reintegration of internally displaced persons (IDPs)/expellees and returnees (71,000) who were in emergency camps at the start of the programme and most of whom have now improved their livelihoods, even though they still have a long way to go toward restoring their assets to pre-war levels and building resilience to natural and socioeconomic shocks. In addition, the successful implementation of the first wind energy pilot project in Eritrea through the support of UNDP/Global Environment Facility (GEF) has positively influenced government policy on the replication of wind energy in other wind-rich areas (in line with MDG 7). The project, which was commissioned in the Port City of Assab, currently produces 20 per cent of the city’s energy needs with annual generation costs having been reduced by over 30 per cent.

It is worth noting that, in Eritrea, the best results for the development partners have been achieved when they complement the country’s self-reliant approach; as when UNDP supported the [building of micro-dams](http://www.er.undp.org/content/eritrea/en/home/ourwork/crisispreventionandrecovery/successstories/helping-communities-boost-food-security-in-eritrea/) in the country side, or when the World Bank reportedly agreed to provide funds, equipment and training to GoSE instead of technical assistance, and the GoSE, with the participation of local communities ended up multiplying the impact area by a large factor.[[1]](#footnote-1)It is also in the same spirit of following GoSE’s priorities that when the 2007 – 2011 UNDAF was cancelled, the UN was directed, through an interim Framework Cooperation Agreement (2011-2012) to provide only limited support to the sectors of health, safe water supply and sanitation. Those were the GoSE priorities to which their self-help efforts were being focused as well.

Though Government efforts are encouraging and commendable, many challenges remain.

* The lack of a coherent national strategic focus, such as the one provided by the Macro-Policy Paper of 1994 to successful development that took place during the greater part of that independence decade.

Although some reports claim that Eritrea is on track to [achieve six of the eight MDG’s](http://www.madote.com/2012/07/eritrea-on-track-to-meet-six-of-eight.html), consensus appears to be that in it is on track to achieve four - promote gender equality and empower women, reduce child mortality, improve maternal health, combat HIV/AIDS, malaria and other diseases. While this is in itself impressive, the fact that among the goals it is not on track to achieve is the critical 1st goal, poverty reduction is of concern to GoSE and the UN. This has a bearing on the sustainability of the rest of the achievements as ultimately only economically secure and empowered individuals and households can sustain those gains.

* Until recently the sluggish growth of the economy has been of concern. Even with the recent mining led growth, there is still concern that the economy as a whole remains weak, with agriculture, industry, trade, and services not developing as fast as needed.
* The other goal Eritrea is not on track to meet is goal 8, to do with global partnership for development. This reflects another area of major concern. While this is sometimes simplistically attributed to the philosophy of self-reliance, it in fact reflects the deeper issue of the country’s regional and global isolation which has resulted in the negative position vis-à-vis access to development resources, investment and trade.
* Underpinning and exacerbating all these challenges is the fact that anticipated implementation of a new governance architecture intended to establish and strengthen new governance institutions, processes and procedures, including provisions for human rights, and all essential freedoms, were derailed by the border war and continue to take lower priority than national security requirements. While some of the values and principles of the time still remain valid and the GoSE professes to still be committed to them, their institutionalisation and internalisation have been significantly derailed.

In the context of the above challenges, and in an effort to address them Government has consistently identified specific issues that in their opinion and that of UNDP, if resolved, would go a long way towards addressing the above strategic areas. Key among these issues are: ***Human resource deficiency***: This has been the greatest bottleneck in Eritrea’s development efforts. If the government’s vision of a prosperous, peaceful, just self-reliant and inclusive Eritrea, the country needs Eritreans with the capacity to deliver services in the public and private sectors. Eritrea does not have anywhere near the required numbers or levels of competence. Historically education was not a high priority for previous administrations. Enrolment at all levels was low at the time of independence and there was only one university, whose intake was also very low. Professional skills formation was virtually non-existent. This situation has now been exacerbated by the consequences of the border war and the absence of a final solution to the dispute. National service and the high state of mobilisation have kept many people in prime age away from the regular labour market. While they may contribute to the economy through their national service this is not optimal, for they do not necessarily work in their areas of expertise. The Government has been tackling the problem partly by importing foreign experts on a temporary basis but the long-term solution lies in a concerted national effort aimed at increasing educational and skill development opportunities. The Government has made considerable progress in both expanding enrolment and making it more accessible to girls as well as to boys. It has also invested in the expansion of tertiary education by among other things, creating several colleges around the country from the former one University of Asmara. It has also created vocational training institutions to appropriate artisan training for those young people who may not be able to get into universities. Government seeks support for the further development of this system in terms of increased physical infrastructure, teacher education and curriculum development.

***A financial and foreign exchange gap***: With a low per capita income and widespread poverty, Eritrea’s ability to mobilize sufficient domestic savings to finance domestic investments is limited. Its capacity to attract foreign direct investment is limited the geopolitical environment in which it is perceived as a country in conflict whose resolution is uncertain and more recently under international sanctions. The situation is further complicated by the limited amount of development assistance afforded the country.

***Physical Infrastructure***: in spite of the efforts by government, through self-reliance organisation and effortsand some development partners’ support, the extent and the quality of Eritrea’s infrastructure are still inadequate to attract private investment.

***Institutional capacity***: Though much has been done to improve Eritrea’s administrative, legal, commercial, judiciary and regulatory institutions much remains to be done to achieve a standard that fosters investor confidence and private sector participation in long term investments. Although a number of sectoral strategic plans have been developed and are providing a measure of guidance to the country, the lack of a **national strategic plan** is regarded as a huge gap.

***Inadequate Information****:* Although capacity improvements have been made over the years, including the publication of the EPHS, there is still a great dearth of relevant, timely and reliable economic and social information. There is no reasonably accurate data on national income, fiscal and monetary developments, balance of payments, price indices, demography and social trends.

Addressing all these challenges will take a long time, a great amount of resources and take a lot of planning. It will also take an understanding of the most strategic approach to tackling the challenges, such that the accomplishment of one leads to easier leveraging for the subsequent ones and optimisation of the greatest possible multiplier effect. It takes a deep understanding of drivers of change and how they work.

While UNDP does not believe that there are theories of change that fit all countries and situations, it nevertheless believes that there are some common threads, where governance is concerned, where certain lessons have emerged which justify some conclusions. The new UNDP strategic plan 2014 -2017 asserts that sustainable development as long advocated and sought by the GoSE is premised on good governance. But as GoSE fully understood when they developed the first ever constitution for the country is not an event, is not easy and requires long term investments, of especially effort and political will and leadership. So while good governance is a major driver of sustainable development. It in turn depends on:

* Steady and systematic embedding of democratic principles in rules of engagement and political settlements
* Establishment and gradual deepening of checks and balances and accountability mechanisms
* Emergence of enabling conditions for democratic governance
* Building a capable and open government
* Prudent, transparent and accountable management of resources for the public ‘good’
* Respect for human rights and the rule of law
* Systematic expansion of the public space

The emphasis throughout is on gradual but steady development of these attributes, recognising the difficulty of negotiating and changing the pre-existing environment, but also that unless there is resolute pursuit of the objectives, backsliding is not only easy, especially in post conflict situations, but often also difficult to come back from.

The evidence available before the border war and after 1991, and in the liberated areas before that, leaves very little doubt that both the EPLF and its successor the EPFDJ not only understood this, but desired and were committed to this pursuit. Unfortunately this was interrupted initially by the border war and later continued to be held in abeyance in light of the exigencies of the “no war no peace” situation. The GoSE insists that this commitment has not wavered. The recent announcement of the constitutional process could be an important indicator of such commitment. Within the work area of *inclusive and effective democratic governance systems that can deliver sustainable solutions to poverty, inequality and exclusion,* thestrategic plan defines two interrelated outcomes, which define the two important pillars of good governance, inclusivity and capability. These are:

* Citizen expectations for voice, effective development, the rule of law and accountability are met by stronger systems of democratic governance.
* Countries have strengthened institutions to progressively deliver universal access to basic services at national and Local Levels

In order to achieve the first of the above two outcomes, the strategic plan suggests several possible UNDP interventions, a lot of which are relevant to Eritrea. Relevant ones include:

* Constitutional reform

The government has just announced its readiness to launch a constitutional making or review process. The 1997 constitution was ratified but never implemented. It is felt that while the principles underlying the constitution remain relevant, some of the provisions might need to be revisited in light of experience gained and best practice from other countries.

* Assistance for the electoral cycle
* Although elections have been carried out at local levels, Eritrea has not held national elections in accordance with the new constitution. The adoption of a revised constitution will most likely imply an election. Development of legislative capacities Since the border war, laws have been made as proclamations. The GoSE intends to propose an independent legislature as part of the building of a governance architecture.
* Development of a responsible and capable civil society

While GoSE argues that civil society is relevant to the extent that it helps to implement the people’s democratically expressed wishes, and prefers the model of civil society as illustrated by the NUEW, which has a policy and implementation relationship with Government, it is aware that a fully-fledged responsible civil society also has the roles of advocacy for alternative policies and mobilisation for holding the state institutions to account

* Strengthening of public transparency, accountability and integrity

While GoSE is criticised for lack of transparency, which it explains in terms of the “no war no peace” situation, it is credited with running a fairly incorrupt public sector with high integrity. GoSE would like this level of integrity, along with the spirit of self-reliance and selfless service to be some of the values that endure even when the country advances the modernisation of its institutions. There is considerable preoccupation with how to achieve that. In 2004 the Civil Service Administration prepared a proclamation on the reform of the civil service, which Government has accepted in principle. But because of the situation, it has nver been formally adopted. With very little update, if implemented it will provide for effective civl service administration.

* Legal reform

The GoSE is facing two challenges in this regard. First is the fact that many bills have been drafted and some of them have been made into proclamations. They are aware that a system of review and legislation is necessary to both reflect the wishes of the Eritrean people and to enhance the legitimacy of the legislative process once established. The second challenge has to do with the commitment to the codification of traditional and the determination of the interface between modern legal regime and the traditional one.

* Assistance to meet international and regional human rights commitments

Meeting its international obligations is one of the key preoccupations of the Eritrean government, and that of its detractors. Serious allegations of human rights violations have been made against the GoSE over the years, and capacity to respond, address the issues and advance the necessary reforms, while achieving other state objectives, is sorely needed.

* Policy, legal and regulatory reform on natural resources management

The main source of growth in Eritrea in the last four years is mining. The GoSE is aware that as a result of what has been called the resource curse, international best practice has evolved on how to manage the exploitation of natural and finite resources in such a way that they become a source of long term sustainable development rather than the curse it has been historically.

* Governance innovation

Right from the days of the struggle, the leading organs of the movement were acutely aware of the importance of self-reliance not only to their struggle but to national development. The way it was defined and evolved in the context of the struggle might be inconsistent with liberal democracy to which the country committed. The challenge, and this is reflected in some of the criticisms levelled against the GoSE over the years, is how to build democratic governance and a private sector driven economic development model on the values of self-reliance that might invoke struggle like self-sacrifice. It is an important strategic question for Eritrea and one that could lead to interesting innovations in governance.

The second outcome above, referred to in the plan’s technical notes as outcome 3 asserts the decisive importance of system capability for giving substance to inclusiveness, defining what is to be delivered as, and effectively delivering, services, i.e. sustainable development. And this is possible if there is:

* steady institutionalisation of the ‘fundamentals’ of governance in post-conflict settings to lay the groundwork for service delivery
* focused attention to overcoming institutional bottlenecks that adversely affect the supply and distribution of services
* systematic build-up of local government capabilities
* Increasing opportunities for women and men to access quality services and seek redress when protection of rights and the provision of services fall short of national standards

In that context the UNDP strategic plan provides for relevant units to work in the areas where they can achieve a number institutional and individual capacity strengthening results, in particular:

* restoration of core government functions in post-conflict countries
* enabling local governments to deliver integrated services, including in support of stabilisation and recovery efforts in post-conflict environments
* issues of service delivery that arise in rapidly growing urban areas
* strengthen access to justice and the rule of law.

These strategic plan exhortations call for strong central and local governments that can lead the country out of crisis, by offering a clear vision and a strategy for getting there, and developing the system capacity for it.

It is against this background, of government priorities that are entirely congruent with the UNDP strategic plan that UNDP in partnership with others based on its comparative advantage will provide support to selected government institutions to help build stronger systems of democratic governance and strengthened institutions that are better able to progressively deliver universal access to basic services. This programme is the first of a number that will be directed towards achieving those outcomes.

# The Programme: Development Objective, Strategy and Expected Programme Outcomes, Outputs and Indicative Activities

## Objective

The SG/PSMP is in response to GoSE’s expressed needs for capacity development for the public sector institutions to be able to address the nation’s development challenges as outlined in the “context” section above

The over-arching aim of the SG/PSMP is therefore to help the GoSE establish and institutionalize a transparent, accountable, participative, and accessible form of government which protects the rights of all Eritrean citizens, and is responsive to their needs, in an effective and efficient way in its management of the nation's resources.

It has two overall strategic goals. One is to build an inclusive governance system and the other is to build the internal capacity of the government as a whole to be able to quantitatively and qualitatively deliver adequate services.

### Policy Framework and Mandate for UNDP Support

The SG/PSMP is responsive to the priorities of the GoSE, which are consistent with the new UNDP Strategic Plan 201-2017. The vision of this SP is focused on making the next big breakthrough in development: to help countries achieve the simultaneous eradication of poverty and significant reduction of inequalities and exclusion, exactly the vision of the GoSE as expressed in the MPP and subsequent policy documents. This is a vision within reach, now that it is clear that the eradication of extreme poverty and major reductions in overall poverty is feasible within a generation. The Eritrean government has demonstrated that the MDG’s, with little financial resources and adequate political will and social mobilisation, can be achieved within a very short time. It should be possible as well to make significant inroads against income and non-income measures of inequality and exclusion within this time frame.

The SG/PSMP has been designed to foster Sustainable Human Development and, in particular, contributes to building national capacity at the public sector level for sustainable human development as identified in UNDP’s SP 2014-2017.The SG/PSMP rationale is that a major strategy for achieving sustainable human development is to promote sound governance and public sector management.

Sustainable Human Development is to be realised within the context of fostering a governance system assuring accountability at all levels and branches of government and a bureaucracy capable of discharging government functions effectively and efficiently. Hence, the Programme's strategies and activities have been selected in support of strengthening key features of sound governance such as clear national objectives, bureaucratic accountability, availability and validity of information, and effective and efficient public sector management.

### UNDP Country Programme

The Strategic Partnership and Cooperation Framework (2013-2016), signed in 2013 was the result of extensive consultations with government, which resulted in the delineation of the five interlinked priority areas identified for UN support namely; (1) Basic Social Services; (2) National Capacity Development; (3) Food Security and Sustainable Livelihoods; (4) Environmental Sustainability; (5) Gender Equity and Advancement of Women. The UNDP Country Programme (CPD) and Country Programme Action Plan 2013-2016 (CPAP), further elaborated UNDP’s focus within the broader SPCF framework. The UNCT and GoSE were also guided in this process by the Millennium Development Goals (MDGs), various international goals and commitments, such as the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of all forms of Discrimination against Women (CEDAW).

### UNDP Operating Principles

PSMP has been designed to be consistent with UNDP operating principles. Its outcomes when achieved will have a high **impact** as they are strategically significant for the goal of the attainment of sustainable human development, because it responds to national development priorities and the imperative of self-reliance, thereby ensuring **ownership**. The programme will ensure that Eritreans **participate** through use of **local expertise**, including where possible Eritreans in the diaspora as consultants and providers of other inputs to programme implementation activities as well as facilitating global **interface** for both South-South and North–South cooperation. Ensuring the above requires, and the programme provides for, the use of **process consultation methodology**, and the anchoring of implementation approaches in knowledge gained from regional and global perspectives, and from **furthering on-going dialogue** as well as forging and optimising **partnerships**.

## Strategy

The strategy underpinning the PSMP is contained in the Strategic Programme Cooperation Framework (SPCF) 2013-2016 signed between the Government of the State of Eritrea and the United Nations in Eritrea, which opened avenues for the UN to increase and renew collaboration. Main areas agreed between the Government and the UN systems for collaboration are; institutional capacity building and strengthening, human resources development and the immense task of reconstruction and rehabilitation.

To that end the SPCF prioritised five strategic areas for intervention and cooperation. These have been further elaborated into thematic response, and outcome areas. The strategic priority areas are:

* Basic Social Services
* National Capacity Development
* Food Security and Sustainable Livelihoods
* Environmental Sustainability
* Gender Equity and Advancement of Women

Under each strategic area of collaboration, a number of thematic areas have been identified and further elaborated into key outcome areas. They form the key result areas under which the UN will develop its programme support strategy.[[2]](#footnote-2)

This programme is part of that broader strategic framework and seeks to achieve five outcomes:

* National development plan - informing, integrating, anchoring and supporting the implementation of sectoral, regional and local plans - is launched and implemented
* National democratic Governance Architecture is established
* Enhanced Public Sector Capacity
* National Institutions have gender responsive sector plan and promote empowerment of women
* Knowledge Management

The SG/PSMP will seek to build on, and sustain the gains and progress achieved by GoSE . Lessons drawn from the last UNDAF evaluation reveal that the UN has a role to play in accelerating the progress towards the MDGs while supporting the integration of critical enablers to effective programming; such as capacity development; data management; human rights and effective monitoring and evaluation.

The programme will use the existing Government structure in the implementation of activities envisaged in this programme. The Eritrean Centre for Organizational Excellence will both benefit from its capacity being strengthened as well as contribute to the institutional strengthening of the rest of the public sector institutions. Moreover, the programme will support effective sectoral service delivery by strengthening sector devolution and fostering coordination among the line agencies at local level.

A key strategy in the implementation of this programme will be to tap into the South-South cooperation initiatives aimed at capacity building, synergies, sharing of best practices and experiences. At the same time, efforts will be made to support Eritrea’s involvement in regional and sub-regional initiatives in economic development and integration, peace building, cross border health initiatives, food security and disaster risk reduction.

Public Sector Capacity development assumes both an environment in which a government is functioning normally and a public service striving for excellence. This programme will support efforts to achieve regional peace and stability for Eritrea to be able to focus on its development challenges, so that its human resources can concentrate on developing their country and promoting their own livelihoods and not be permanently mobilized to protect it.

### Outcome 1: National Development Plan

#### Outputs

##### ***Support Finalisation of National Development Plan***

Government is committed to the finalisation of the national development plan. This programme will make any assistance that might be needed available. The following indicative activities are envisaged.

1. Map, streamline and strengthen policy process
2. Improve availability of baseline data for planning
3. Link local participatory planning process and sectoral strategic plans with national planning and consolidate one national plan

##### ***Effective resource mobilization and utilization and alternative development financing***

In keeping with the GoSE’s commitment to self-reliance domestic resource mobilisation is critical. This output will represent the culmination of a number of activities designed to enhance the capacity of GoSE to develop and implement resource mobilisation strategies from traditional and non-traditional approaches. The following activities, among others would be carried out.

1. Strengthening and modernizing tax and non-tax collection
   1. 2014: Assessing the existing system
   2. 2015: piloting and testing the system
   3. 2016: fully running tracking and collection system
2. Work to achieve Goal 8 by developing partnership strategy that enhances self-reliance
3. Develop an extractive industries management strategy
4. National resource mobilization strategy aligned with development priorities (support the MOF to refine and develop resource mobilization strategy)

##### ***National financial management capacity***

This output relates to capacities for revenue raising, expenditure management and accounting and auditing. The main activities will be around strengthening the public financial management systems.

1. Review/update/modernize the PFM system (e.g. Integrated Financial Management system, procuring software, training on the utilization of the software)

### Outcome 2: National Governance Architecture

#### Outputs

##### ***Exit strategy from EEBC and Sanctions***

This output is critical for changing the environment in which the country finds itself. The following indicative activities are envisaged.

1. Develop scenarios/options paper
2. Arrange south/south peer learning
3. Commission options papers to/and facilitate advanced dialogue within society on options for dealing with No war no Peace situation

##### ***Constitutional review***

The President announced to the nation that a new constitutional process would be launched soon. This will inevitably include review of the old systems and imagining new possibilities. Some of the following activities will contribute to the process.

1. Technical review of 1997 constitution
2. National consultation on review or redraft
3. Draft Constitution

##### ***Capacity for fulfilling and reporting international treaty obligations***

Like every modern government, Eritrea finds itself having acceded to and ratified many international treaties. Just ensuring meeting of obligations is a very important task requiring dedicated capacity. The following activities will be carried out to achieve this output.

1. Build awareness and capacity for engaging with, informing and responding to Human Rights investigations
2. Planning for UPR and training for implementation and participation and responding in review meetings
3. Catalogue and review international treaty obligations of the country and domesticate and develop compliant strategies and build capacity in relevant ministries and departments

##### ***Capacity for safeguarding and upholding Human rights in the public sector***

It is now widely recognised that a lot of what is often classified as human rights violations can be attributed to ignorance, lack of capacity or both. If these are mitigated, it then releases resources to deal with wilful abuse. The following will be carried out.

1. Introduce human rights training in tertiary institutions
2. Provide training for public servants with rights upholding responsibilities (police, military, prison officers, public service providers)
3. Introduce and train public servants on rights based approach to development

### Outcome 3: Enhanced Public Sector Capacity

#### Outputs

##### ***Ministerial capacity to deliver on their specific mandates***

From time to time with changing priorities governments review their governmental structures. This is mostly influenced by the cots of government and the need to reduce costs. But in Eritrea, with one of the smallest cabinets in Africa, it is more the quest for more efficiency and effectiveness.

The indicative activities towards realising this output include the following.

1. Perform functional review of ministries
2. Clarify roles and establish individual training and development needs
3. Perform organisational development and institutional rationalisation

##### ***Civil service reform***

The Civil Service Board is provided for in the 1997 constitution. It however has not been fulfilling its entire mandate and the systems it has been developing have not always been implemented. Its relationship with other players in the central functions of the civil service is not clear. The following initial activities would contribute to the needed reform.

1. Carry out and institutional and organisational development for the Civil Service Board
2. Introduce systematic recruitment processes, conditions of service, and training policy and systems
3. Introduce performance management system for the civil service

##### ***Efficient and effective ministries with clear mandates***

In relationship to functional reviews, sectoral, tailor-made interventions will be made with sectoral ministries to ensure they remain fit for purpose

1. Ensure clarity of mandates and ministerial technical competencies relevant to each ministry
2. Design, and deliver sectoral training
3. Facilitate South/South peer learning

##### ***Eritrean Centre for Organizational Excellence (ErCOE) is strengthened***

ErCOE is a strategically placed institution for supporting public sector transformation and continued high performance. Its capacity needs to be strengthened and its potential used to achieve some of the outputs in this programme.

1. Facilitate South/South peer learning
2. Enhance capacity of ErCOE
3. Build South - South cooperation and peer learning
4. Clarify the mandate of ERCOE vis-a-vis public sector capacity development

### Outcome 4: Gender is mainstreamed in all national institutions

#### Outputs

##### ***Line Ministries strengthened their capacity to mainstream gender in their respective sectoral policies and programmes***

To integrate gender throughout the planning and implementation of development intervention, public sectors needs to be strengthened their capacity to mainstream gender in their respective sectoral policies and programmes. The programme will support

* 1. Review sectoral policies and identify gender gaps
  2. Build the capacity in gender mainstreaming tools
  3. Support in the development of Gender Mainstreaming Strategy and Action Plan

##### National Centre of Governemtn Institutions have gender responsive plans

### Outcome 5: Effective Knowledge Management

#### Outputs

##### ***Flagship reports (three selected reports)***

Eritrea has a lot of stories to tell but they are not being told. Using regular reports to highlight successes and difficulties help to let the world and Eritrea the real issues behind success or failure as well as the evolving thinking behind certain Government decisions.

1. MDGR
2. Development effectiveness and accountability
3. Women in decision making at the local level

##### ***Information Management System***

Eritrea has an ambition to be technology facilitated if not driven economy and information management systems and Information Communications Technology are key to that. Achieving this output would be an important milestone in that direction.

1. Support e-government

##### ***Treaty body reporting***

This involves taking treaty body reports and recast them as best practices.

1. Convention on the Elimination of all forms of Discrimination against Women (CEDAW)
2. Universal Periodic Review
3. Beijing +20 Country Assessment Report

##### ***Lessons learnt from Eritrea’s self-reliance experience***

Many people agree that self-reliance is an important but difficult approach and not many countries are as committed to it as Eritrea is, and certainly few can attribute results. This output would represent an important milestone in knowledge codification in this area.

1. Identify successful development in which community/government self-reliance is clear
2. Write up the cases
3. Disseminate

## Sustainability of Programme Impact

The principal goals of the SG/PSMP is internal capacity development for the public service, in order to be able to address the challenges facing the country and to deliver services for people in accordance the Government’s commitment. A major feature of the SG/PSMP is the attention that it gives to building sustainable capacity in all of its domains of activity. The intrinsic capabilities and high levels of commitment, motivation and integrity evident in many key staff of the Eritrean Public Sector (EPS) and the Government create an organisational culture which is ideal for building sustainable capacity.

Indeed, rather than having to be supplied, such a setting, by virtue of its nature, itself demands capacity-building which is sustainable. In short, in these most critical of terms, the circumstances in the GoSE are close to ideal for building sustainable capacity.

## Cross Cutting Areas

The programme envisaged the importance of a number of cross-cutting issues that are equally important to the achievement of results. These include, gender, capacity development and information and communications technology.

Gender equity is very high on the Eritrean social transformation agenda, both as a right and as a driver of development. The already mainstreamed capacity will be leveraged for the more effective implementation of the programme. Capacity development in this programme, while cross cutting, is also the key goal of the programme. Information and communication technologies (ICTs) is increasingly an important enabler for the implementation of UNDP supported programmes. It is in this case also one of the intended outputs for the programme as part of e-governance.

## Assumptions and risk management

The major assumption behind this programme is that GoSE would like to resume the development approach derailed by the border war and supposedly stymied ever since by the “no war no peace” situation.

This assumption has inherent risks:

* The situation is not in the hands of the Eritrean government alone and thus its disproportionate dominance in constraining the country’s development options may continue regardless
* Going back to the strategic statusquo ante may not be as attractive even if possible, too much time having passed
* The gap between where the GoSE’s 1990’s vision of the country and where it actually is may be too wide

These risks will be ameliorated by open dialogue amongst stakeholders and realistic assessments of the vision and Eritrean, regional and global reality and developments that have taken place since then.

The second assumption is that development partners will be convinced about the possibility of change and buy into the programme.

* The scepticism about GoSE intentions, justified or not, may prevail
* The concept of self-reliance may continue to be misinterpreted as autarchy
* The diplomatic isolation of the country may continue or even be intensified
* Human rights violations allegations may intensify

The strategy for mitigating these risks involves the UN supporting GoSE’s efforts to reintegrate, to explain, to adjust and to reform, which are also part of the objectives of the programme. In particular the UNDP strategic plan calls on UNDP to respond to individual country specificities and to respect differences that are not necessarily inconsistent with universal norms and values. Even more important and effective, the Eritrean Government will intensify its engagement with the international community.

Programme and project implementation are not immune to the constraints of underdevelopment. Thus some of the risks to the PSMP are those inherent in the development problem itself, namely: absence of modern systems of management, a lack of relevant skills, knowledge and experience among EPS staff, a lack of equipment (e.g., computers), a paucity of information, and a lack of financial and other non-human resources essential to the re-building process

However, GoSE and UNDP will monitor the project environment regularly to arrest factors on time which might affect the implementation of the programme as scheduled.

There is need to maintain a stronger and regular dialogue between the leaderships of both MND and UNDP to facilitate the communication of key results and achievements in a timely manner and to provide timely support in emerging needs.

## Beneficiaries

The PSMP direct beneficiaries will be: all senior and mid-level officials in government ministries. Specifically: Ministry of Local Government; Ministry of Foreign Affairs, Ministry of Water and Land, Ministry of Finance, and Eritrean Centre for Organizational Excellence. All Eritreans, men and women, stand to benefit either directly or indirectly from the outcomes of the PSMP.

# Programme Management

## Programme Management/ Implementing Arrangements

The Ministry of National Development as the Government’s Coordinating Authority assumes responsibility on behalf of the Government for the overall management of the project and is ultimately accountable for the effective programming of resources under Government management within the framework of the National Execution (NEX) Modality.

The Ministry of Finance (MoF), Ministry of Foreign Affairs (MoFA), Ministry of Local Government (MoLG), National Board for Higher Education (NBHE), Eritrean Centre for Organizational Excellence (ERCOE) and Water Resource Department (WRD), National Union of Eritrean Women (NUEW), National and Statistics Office (NSO) are designated to manage the implementation process of the programme and they are referred as the Implementing Partners (IPs). The UNDP rules and procedures for NEX modality will apply to the execution and implementation of this programme. The IPs will be responsible for achieving the results expected from the Programme, and in particular for ensuring that the outputs are achieved through the effective use of the resources provided by UNDP.

Each implementing partner will appoint a senior person as National Project Coordinator (NPC) for this project. The NPC will be responsible for preparing and/or monitoring, implementation schedules as well as review technical and operational issues of the components.  UNDP also will assign a focal point that will be responsible for liaising with the NPC on matters relating to this project.

A Programme Board(PB), which will include representatives from each IP, MoND and UNDP, that will be responsible for providing policy direction for the implementation of the programme. Decisions of the Programme Board are expected to be made through consensus. The Programme Board, which will meet twice a year, will also exercise oversight and be responsible for making necessary changes and arrangements for programme assurance function.

The work plans in Annex A details the activities to be carried out and the responsible implementing institutions, timeframes and planned inputs from the IPs and UNDP.  The basis for all resource transfers to an implementing partner should be detailed in the Work Plans, agreed between the Implementing Partner and UNDP.

Annual work plans will be updated and approved by the Programme Board in writing. However, any substantive change in the programme will require revision of the programme document (PD). The amendments will need to be endorsed by all parties.

## Programme Monitoring, Reporting and Evaluation

### Monitoring

To track the progress and performance of the programme and ensure their sustained contributions to the overall development goals, monitoring will be an integral part of programme. The results matrix of the programme will be the basis for monitoring activities. The key aim of monitoring will be to improve the effectiveness and efficiency of the programme management, coordination, and proper resource utilization.  Also, this will help UNDP and the IPs to assess and determine how the programme can contribute more effectively to the Government’s development efforts and capacity building. Beyond the identification of outstanding implementation issues, monitoring and evaluation will help to identify emerging development opportunities during the process of programme implementation.

The IPs, and UNDP will be responsible for ensuring continuous monitoring of the progress of the programme results and resources framework on six monthly basis.  Monitoring will take place at various levels. Project steering committees will be important mechanisms for monitoring and review of components, together with annual reviews. In addition, field visits as well as progress and financial reports will be used as the main instruments for continuous monitoring. The periodic reports will be shared among the key stakeholders for mutual understanding and enhanced partnership. Outstanding issues will be discussed and implementation problems resolved. The provision of periodic progress and financial reports is the prime responsibility of the IPs. Moreover, the IPs will prepare progress reports twice a year. These periodic reports will highlight the progress, achievements and results of the programme including challenges encountered and state of resource utilization vis-à-vis the annual planned targets. 

The auditing of the components of the programme will be done in compliance with Harmonized Approach to Cash Transfer (HACT) and Provision will be included in the annual work plan budget to cover the reasonable cost of such an audit. UNDP will furnish to the implementing partner the relevant monthly expenditures statements whenever UNDP makes procurement or direct payments on quarterly basis.

Disbursements of funds will be made by UNDP to the implementing partner on a quarterly basis upon submission of financial reports and specific quarterly plans. The recipient (IPs) of the funds will be accountable for the funds advanced to it according to the agreed work plan.

The recipient will be expected to professionally maintain books of accounts, in accordance with NEX/NGO accounting and reporting guidelines. The recipient, whenever required, will ensure that the books of accounts are readily available for monitoring and review in line with audit requirements.

Reporting on the use of funds by the implementing partner will be in accordance with the financial and technical reporting guidelines and work plan formats. Financial reporting to UNDP by the implementing partner on quarterly advances will be done through quarterly financial reports received by UNDP on the 15th day of the first month of the following quarter.

### Reporting

In respect of the outputs described in this document, the IPs will submit to UNDP Annual Project Reports (APRs). The IPs will also be responsible for the preparation of quarterly progress reports.

The Annual Programme Report (APR) will be due on 30 November of each year. The APR should be an analytical document analysing the factors that have contributed to the progress or lack of progress of the programme. The APR shall provide accurate updates on the programme results identify major constraints and propose future directions.

### Accounting

Disbursements of funds under the programme will be made quarterly by UNDP to the IPs. This will be based on specific work/activity plans and required inputs developed or approved by the IPs and UNDP. The IPs will be accountable for the use of funds advanced to it according to the agreed upon work plans. The IPs will be expected to professionally maintain books of accounts, in accordance with NEX accounting and reporting guidelines. The IPs will, whenever required, ensure that the books of accounts are readily available for monitoring by UNDP. The IPs will open a separate bank account for this project.

### Procurement

Procurement of goods and services for the programme will be done using Government Procurement Procedures so long as these are consistent with UNDP procurement policies, which relate to competitiveness, transparency and multilateralism. UNDP procedures are an option when the situation warrants it.

## Sources of funding

UNDP will fund this project from its core resources and it will jointly with the IPs mobilize resources to fill any resource gap.

# Part VII - Legal Context or Basis of Relationship

This programme document shall be the instrument referred to, as such in the Agreement between the United Nations and the Government of Eritrea, signed on 11 June 1994. The programme shall be implemented in accordance with the provision of this agreement, and in conformity with the general terms and conditions, applicable to UNDP assistance programmes, signed by the parties on 11 June 1994 and the new Strategic Partnership Cooperation Framework (SPCF 2013-2016).

# Results Resources Framework

Table 1: Results Resources Framework

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| SPCF Outcome: Selected government institutions have the capacity to effectively and efficiently deliver service to all | | | | | |
| UNDP SP OUTCOMES:   1. Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance 2. Countries have strengthened institutions to progressively deliver universal access to basic services 3. Faster progress is achieved in reducing gender inequality and promoting women’s empowerment | | | | | |
| PROGRAMME OUTCOME 1: National development planning and implementation capacity enhanced throughout the system  $ | | | | | |
| **Programme Outcome Indicators (POI)** | | | | | |
| POI 1.1. National plan accepted and used as framework for development activities | | | | | |
| POI 1.2 Robust national statistics regularly published | | | | | |
| POI 1.3 National development policy as clearly enunciated and applied as the MPP | | | | | |
| POI 1.4 Resources strategies that optimise global and domestic resource opportunities developed | | | | | |
| POI 5 Public Financial Management systems updated | | | | | |
| Outputs | | Outputs Indicators | Baseline | Target | Budget |
| **Output 1** Consolidated national Development Plan Finalised | | OI1.1. National development policy developed | No national development plan. Some sectoral strategic plans already exist. | Start Immediately. Complete 2016 | 1,000,000 |
| OI1.2. A national plan strategy and plan format is agreed |
| OI1.3. Sector strategic plans are completed |
| OI1.4. Zoba and Sub-Zoba plans are developed and completed |
| **Output 2**  National Statistics Published | | OI2.1. Capacity development for Central Statistical Office and sub-regions for data collection and analysis strengthened | CSO has little capacity in both human and resource terms.  Statistical reporting is minimal in the system. | 2015 | 1,500,000 |
| OI2.2 Strategic plan for national statistics developed |
| OI2.3. Statistical reporting capacity developed in all public and private sector institutions |
| OI2.4. Civil and vital registration system established |
| OI2.5 National Economic Indicator established |
| **Output 3**  National Financial management capacity developed | | OI3.1. A new integrated financial management system developed and implemented | Eritrea has a high level of accountability based more on discipline and integrity that robust systems.  Modern Systems are minimal. | 2015 | 1,000,000 |
| OI3.2. Appropriate training strategy and manuals for Management Information System developed and implemented |
| OI3.3. Institutional procedures, processes and accountability structures streamlined in manuals |
| OI3.4. Internal control frameworks adopted |
| **Output 4**  Resource mobilisation strategies developed and adopted. | | OI4.1 Public Inventory tracking system developed and implemented | There is very little taxation.  The most well-known tax is the diaspora tax | 2015 | 1,000,000 |
| OI4.2 Policy on revenue collection and utilisation from extractive industries completed |
| OI4.3 Strategies for Aid effectiveness in Eritrea developed with the global frameworks |
| OI4.4 Policy on intergovernmental fiscal sharing developed |
| OUTCOME 2: National Governance Architecture is developed, agreed and ready for implementation  $ | | | | | |
| **Programme Outcome Indicators (POI)** | | | | | |
| POI2.1. The constitutional review is complete | | | | | |
| POI2.2. Legislation and proclamations are reviewed for compliance with new constitution | | | | | |
| POI2.3. Legislation for implementation of the constitution is introduced | | | | | |
| POI2.4. The Executive, the Legislature are established according to the constitution | | | | | |
| POI2.5. The civil service is reformed and brought up to the level of efficiency and effectiveness envisaged in the 1990’s | | | | | |
| POI2.6. High level series of dialogue events on options for the future are held in and outside Eritrea involving all stakeholders | | | | | |
|  | |  |  |  |  |
| Outputs | | Outputs Indicators (OI) | Baseline | Target | Budget |
| **Output 1**. Exit strategy from the border stalemate and Sanctions | | OI1.1. Option papers for discussion prepared by objective people | Government has been thinking about ways to come out of the current impasse. But there is no real strategy yet | 2014 | 500,000 |
| OI1.2. South/South Lessons learnt, discussed and benchmarked |
| OI1.3. A number of Dialogue sessions held |
| OI1.4. Exit strategy from the border stalemate and sanctions developed and reviewed |
| **Output 2**.  Constitutional review | | OI2.1. Review of the 1997 constitution | 1997 ratified constitution | 2014 -2015 | 1,500,000 |
| OI2.2. Global and south/south benchmarking is completed |
| OI2.3. Extensive consultations are carried out and completed |
| OI2.4. New draft constitution produced |
| **Output 3**.  Capacity for fulfilling and reporting international treaty obligations | | OI3.1. Treaty obligations systematically identified and responsibility assigned | The Government has undertaken one UPR process and is signatory to many international treaties | 2014 – 2016 | 500,000 |
| OI3.2. Legislation for domestication of treaties passed |
| **Output 4**.  Capacity for effective service delivery at local level | | OI4.1. Local Government proclamation updated and turned into legislation |  | 2015 | 500,000 |
| OI4.2. Public servants at local level conditions reviewed along with national |
| OI4.3. Sectoral ministries organisationally aligned to requirements of local plans and implemented |
| OI4.4. Training plan for local councils and staff developed and carried out |
| **Output 5**.  Public Sector Capacity for safeguarding and upholding Human rights | | OI5.1. Analysis of congruence between Eritrean values and human rights completed | a functional UPR mechanism established (1st & 2nd UPR report produced) | 2015 | 500,000 |
| OI5.2. Analysis of rights holders and duty bearers and their interaction in the context of Eritrea is completed |
| OI5.3. Training of duty bearers on how to protect, respect and fulfil the rights of right bearers developed and implemented |
| OI5.4. National awareness of rights with responsibility has been raised |
| OUTCOME 3: Enhanced Public Sector Capacity  $ | | | | | |
| Programme Outcome Indicators (POI) | | | | | |
| POI3.1. Ministerial mandates rationalised to eliminate overlap and enhance synergy | | | | | |
| POI3.2. 2004 Civil Service proclamation updated, modernised and legislated | | | | | |
| POI3.3. Sectoral (technical) capacity for ministries enhanced through institutional development and training | | | | | |
| POI3.4. National civil service training policy (streamlining responsibility for institutional capacity and organisational development, training and vertical and institutional relationships for civil service support) is completed and adopted | | | | | |
| Outputs | | Outputs Indicators (OI) | Baseline | Target | Budget |
| **Output 1**. Efficient and effective ministries with clear mandates and generic capacities | | OI1.1. Functional reviews of ministries are carried out and implemented | ErCOE has carried out some functional reviews and developed strategic plans. | 2014 -15 | 1,500,000 |
| OI1.2. Reorganisation is completed |
| OI1.3. Staffing is completed and individual development needs identified |
|  |
| **Output 2**.  Civil service reform | | OI2.1. Civil Service Proclamation is updated and fully implemented (including recruitment, compensation and advancement and conditions of service policies and practices) | There is a civil service proclamation which has not been implemented. Regular civil service procedures are not in place due to national service | 2014-15 | 500,000 |
| OI2.2. Role and mandate of the Civil Service Board clarified and strengthened |
| OI2.3. Performance management system developed and introduced |
| OI2.4 Civil service proclamation of 2004 fully implemented |
| **Output 3**.  Ministerial capacity to deliver on their sectoral mandates | | OI3.1. Sectoral capacity development and training needs of technical ministries are identified | Ministries are hamstrung by the “no war no peace” situation | 2014 -15 | 1,000,000 |
| OI3.2. Management training needs for technical personnel across the board are identified |
| OI3.3. Training is provided to meet identified needs |
| OI3.4. Scarce technical and scientific personnel are recognised for incentives |
| **Output 4**.  The Eritrean Centre for Organisational Excellence (ErCOE) is strengthened | | OI4.1. ErCOE’s mandate vis-à-vis the civil service and other public sector entities is clarified | ErCOE is functioning and established. Its capacity is limited by both human and material resources. It also has no formal relationship or role with the civil service. | 2016 | 1,000,000 |
| OI4.2. Needs assessment for capacity development for ErCOE completed (including through south-south cooperation) and implemented |
|  |
|  |
| OUTCOME 4: Gender is mainstreamed in all national institutions | | | | | |
| Programme Outcome Indicators (POI) | | | | | |
| POI4.1 Public Sectors with Gender Mainstreaming Strategies | | | | | |
| POI4.4 Number of Ministries with Gender Focal Person | | | | | |
| POI4.3 Number of Ministries with Gender Action Plan | | | | | |
| Outputs | Outputs Indicators (OI) | | Baseline | Target | Budget |
| Output 1  Line Ministries strengthened their capacity to mainstream gender in their respective sectoral policies and programmes | OI1.1 Assessment on Sectoral policies conducted and Gender gaps identified  OI1.4 Capacity development on gender mainstreaming frameworks and tools carried out | | 6 ministries designated gender focal point , 5 ministries with Gender mainstreaming strategy, 4 ministries with gender mainstreaming action plan | 2016 | 500,000 |
| Output 2  National Institutions have gender responsive sector plans | OI2.1 Gender focal person for line ministries appointed  OI2.2 Gender Mainstreaming Strategy in line Ministries Developed  OI2.3 Gender Mainstreaming Action Plan in line Ministries developed | | 6 ministries designated gender focal point , 5 ministries with Gender mainstreaming strategy, 4 ministries with gender mainstreaming action plan | 2016 | 1,000,000 |
|  |  | |  |  |  |
| OUTCOME 5: Knowledge Management | | | | | |
| Programme Outcome Indicators (POI) | | | | | |
| POI5.1. At least three reports written showcasing Eritrean successes in particular areas | | | | | |
| POI5.2. A feasibility study for E-Governance in Eritrea is completed | | | | | |
| POI5.3. A study showcasing results from self-reliance driven development is completed | | | | | |
| POI5.4. A report on Eritrea’s early commitment to mainstreaming environmental sustainability in its development model. | | | | | |
| Outputs | | Outputs Indicators (OI) | Baseline | Target | Budget |
| **Output 1.**  Flagship reports published | | OI1.1 MDG Report completed and published | Only one MDGR was done in 2005  UPR was recently done.  3rd CEDAWreport | Annual as due | 500,000 |
| OI1.2 Second UPR report completed |  |
| OI1.3 4th & 5th CEDAW report completed |
| OI1.4 All the reports have been recast to highlight unique Eritrean features and experience |
| OI1.5 National Human Development Reports |
| OI1.6 Beijing +20 Country Assessment report completed |
| **Output 2.**  E-governance | | OI2.1 Management information systems developed | The level of internet connectivity is poor. Thus e-governance is still rudimentary if any at all. But GoSE has plans for investing in higher bandwidth | 2015 | 500,000 |
| OI2.2 Information and communications technology infrastructure transformed |
| OI2.3 Elementary Government functions computerised |
| OI2.4 Pilot e-service provision completed |
| **Output 3.**  Lessons from Self-reliance | | OI3.1 A number of projects identified and selected | Not much has been written from this angle | 2014-15 | 200,000 |
| OI3.2 Cases written highlighting role of self-reliance in success and systematic dissemination made |
|  |
| OI3.4 Debate on the promise and limitations of self-reliance is initiated |  |
| **TOTAL** | | | | | **14,700,000** |

1. This anecdotal evidence was heard from more than one source but has not been read first hand. [↑](#footnote-ref-1)
2. Refer to UNDP CPD and CPAP [↑](#footnote-ref-2)